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ABSTRACT

An overview is presented of vocational education in Hawaii. The first two sections define vocational education and contrast it to employment training, emphasizing the need for coordination between secondary and postsecondary programs. Noting the impact of federal funding laws, the next section describes the composition and responsibilities of the state boards, councils and offices concerned with vocational education in Hawaii and the relationships among them. The federal role in vocational education is covered next and significant federal legislation in the field is reviewed since 1972. The accomplishments of vocational education are then illustrated in terms of steady enrollments, program completions, employer satisfaction, sex equity, and professional personnel training. The following section examines the challenges for vocational education in the 1980's. These include fiscal austerity which may require the curtailment of programs, support services and expansion; the role of vocational education in solving national problems of unemployment, poverty, and social dislocation; increasing accessibility to programs; outreach to populations not yet served by vocational education; achieving equity in programs; and new demands for professional development activities. The report provides data tables and charts throughout. (KL)

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VOC-ED UPDATE

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PREFACE

This report compares vocational education with employment training, provides a quick overview of the major accomplishments in occupational education, explains the reasons why the administration of vocational education is complex and difficult to comprehend, and specifies the kind of improvement needed for the decade of the eighties.

It is believed that its contents cover the pertinent areas of concern and at the least, provide answers to questions most frequently asked by the general public and others interested in occupational education. It is hoped that through this effort, the reader will gain a better understanding of the process by which vocational education is administered in the State of Hawaii and the federal role in vocational education.

Those wishing more detailed information are referred to the *State Master Plan for Vocational Education*, the *Annual State Plan for Vocational Education*, and the *Annual Accountability Report*. Limited copies are available through the Office of the State Director for Vocational Education.

Our thanks and appreciation are extended to the members of education boards and advisory councils, administrators of vocational education, counselors, occupational instructors, and others who participated in the accomplishments stated in this report.

Tom T. Shibano

TOM T. SHIBANO, Chairperson
State Board for Vocational Education

Members of the State Board for Vocational Education conducting business.

What Is Vocational Education?

Vocational education may be defined as an organized and systematic process of acquiring job knowledge and skills and development of attitudes that are necessary for entry and progress within specific occupations or job families.

The general strategy is to treat this learning process as a continuum in which the high schools provide the necessary basic skills for certain types of jobs, while more specialized occupational preparation takes place in colleges and apprenticeship programs. The high schools have adopted a cluster approach which enables individuals to acquire a broad base of fundamental skills for occupational exploration. Graduates of the secondary school program may continue their education at a community college, university, or seek an entry-level job. The emphasis is upon meeting the occupational goals of individuals while concurrently attempting to meet the needs of the business community and public sector.

The postsecondary programs are correlated with the requirements of employment. Related instruction for apprentices, courses for upgrading workers in the field, and developmental courses are also offered by the University of Hawaii Community College System.

What Is Employment Training?

The use of the term "manpower" is being discouraged by people concerned with sex stereotyping, and educators are being encouraged to commit to memory the need to substitute that term with such words as "employment training." Unfortunately, not everyone has the same definition of the substitute noun. Lay persons and others may use the term "employment training" and "vocational education" synonymously, while practitioners, for administrative purposes, see a need to differentiate between the two terms. The latter group of professionals categorizes the Comprehensive Employment and Training Act (CETA) programs as employment training and vocational education programs as those offered at the secondary and postsecondary institutions. The table on the facing page identifies other salient characteristics of CETA and vocational education programs.

How Is Vocational Education Administered?

Approximately twenty percent of the operating funds for vocational education comes from the Federal Government. To qualify for the federal allotment, the State of Hawaii is required to establish a State Board for Vocational Education and a State Advisory Council on Vocational Education and provide periodic documents, reports, and assurances that programs are being planned, implemented, and evaluated. The organizational structure for vocational education and other federal requirements are explained in this section.

The block diagram on page 5 provides a quick overview and shows the realationships among the

Instruction in Fishing

boards, councils, and offices. The University of Hawaii Board of Regents, through State law, has been designated as the State Board for Vocational Education. The primary power and authority of the State Board include (1) doing all things necessary to receive federal funds, (2) distributing and accounting

TABLE I.

Characteristics of CETA and Vocational Education Programs

Employment Training	*Vocational Education*
FEDERAL LEVEL	
The Comprehensive Employment and Training Act is administered by the U.S. Department of Labor. Federal funds flow through the "prime sponsors." The prime sponsors in the State are the City and County of Honolulu and the Balance of the State which is administered by the Governor through the auspices of the State Department of Labor and Industrial Relations.	The Education Amendment of 1976, Title II P.L. 94-482 is administered by the U.S. Education Department. Federal funds flow through the State Board for Vocational Education to the State educational agencies.
ELIGIBILITY	
Participants must meet income criteria.	There are no restrictions for secondary programs. The admission requirements for the community colleges are high school graduation or eighteen years of age.
PROGRAM	
The length of the occupational preparation curricula varies from a few months to one year. Counseling services and developmental courses are offered as needed. The Employment Training Office, formerly the Manpower Training Office, under the Chancellor for Community Colleges and private educational institutions are contracted to offer the training programs and services.	The secondary schools offer career exploration and job preparation courses. The community colleges offer one-year certificates and two-year associate degree programs. Counseling services and developmental courses are offered as needed.
STIPENDS	
Students receive stipends while attending classes.	Students do not receive stipends while attending classes.

of federal funds to educational agencies, and (3) carrying out the spirit, purposes, and provisions of the federal vocational education Act.

The State Board has two advisory councils. The State Advisory Council on Vocational Education has been established as a result of the federal mandate, while the Vocational Education Coordinating Advisory Council emerged from a State statute in 1968. Both councils are intimately involved in vocational education.

Learning Secretarial Skills

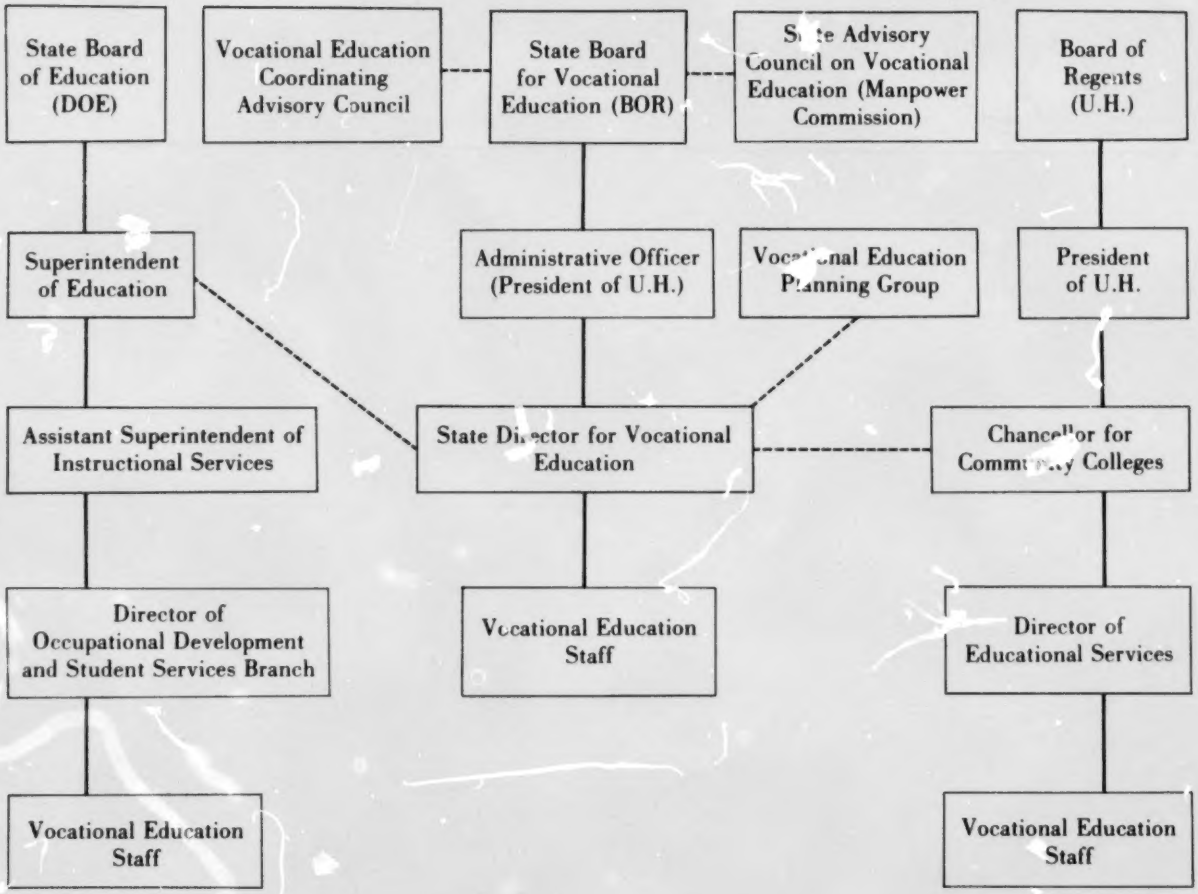
The nineteen-member State Commission on Manpower and Full Employment serves as the State Advisory Council on Vocational Education and is responsible for advising the State Board on the development of long-range and annual State plans, annual accountability reports, and policies. In addition, this advisory group evaluates federally-funded vocational programs, services, and activities; prepares an annual evaluation report; identifies the employment and training needs of the State; and assesses the extent to which vocational education, employment training, vocational rehabilitation, and other programs being assisted with federal funds represent a consistent, integrated, and coordinated approach to meeting the needs of the State.

The required membership of the Vocational Education Coordinating Advisory Council is instrumental in the Council achieving its objectives. Three members each from the State Board of Education, the University of Hawaii Board of Regents, and the State Commission on Manpower and Full Employment, and two ex-officio members help improve communication, planning, and coordination of programs between the operating agencies. The President of the University of Hawaii and the Superintendent of Education serve as voting ex-officio members, and the State Director for Vocational Education serves as the Executive Officer of the Coordinating Council.

The entire tenor and structure of vocational education is influenced by the federal law; and the State Board for Vocational Education and its staff are responsible for keeping the State in compliance with the numerous and sometimes complex provisions of the Education Amendments of 1976, Title II, Public Law 94-482. While the State greatly exceeds the Federal Government in the support of vocational education in Hawaii, this matching effort is influenced by the provisions governing the federal share. In 1980, the State Government spent about 12 million dollars to support occupational programs and services in the State, and the Federal Government supplemented this effort with about 2.5 million dollars. This year, the federal share has increased to 3 million dollars.

The funds are expended in a manner consistent with the priorities established in the *Annual State Plan for Vocational Education*. This Plan is developed by the staff of the State Board for Vocational Education with the assistance of the State Planning Group and representatives from various consti-

Organization Chart of Vocational Education in Hawaii


State Board of Education (DOE)
Vocational Education Coordinating Advisory Council
State Board for Vocational Education (BOR)
State Advisory Council on Vocational Education (Manpower Commission)
Board of Regents (U.H.)
Superintendent of Education
Administrative Officer (President of U.H.)
Vocational Education Planning Group
President of U.H.
Assistant Superintendent of Instructional Services
State Director for Vocational Education
Chancellor for Community Colleges
Director of Occupational Development and Student Services Branch
Vocational Education Staff
Director of Educational Services
Vocational Education Staff
Vocational Education Staff

tuencies benefiting from and/or contributing to vocational education. Once the State Plan draft is completed, public hearings are held in each of the counties. The State Plan is used as a referent in the development of a federally-mandated Annual Accountability Report. This report is also reviewed by the State Planning Group and discussed at public hearings.

Administration of the State Plan is overseen by the Office of the State Director for Vocational Education, which is staff to the State Board. The President of the University of Hawaii provides supervision and the

TABLE II.

The State Allotment of Federal Vocational Education Funds and Some of the Requirements for Expending the Funds

Category	*State Allotment*	*Federal Requirements*
Subpart 2	$2,229,121	1. At least 20 percent of Subparts 2 and 3 allotments are being used for serving disadvantaged persons who have limited English proficiency. 2. Another 10 percent of Subparts 2 and 3 funds must be set aside for serving handicapped persons. 3. Not less than $50,000 must be used for support of staff to assist in reducing sex bias and sex stereotyping in vocational programs. 4. At least 15 percent must be expended for postsecondary and adult programs. 5. Some funds must be earmarked for serving displaced homemakers.
Subpart 3	$ 502,303	1. Requirements specified under items 1 and 2 above are also applicable for funds under this Subpart. 2. Not less than 20 percent of Subpart 3 funds must be for vocational counseling and guidance programs, services, and activities.
Subpart 4	79,525	1. Funds must be used for special programs of vocational education for disadvantaged persons in areas of high concentration of youth unemployment or school dropouts.
Subpart 5	172,955	1. Programs in consumer and homemaking may be conducted at all levels (elementary, secondary, postsecondary, and adult). 2. At least one-third of the funds must be used to pay up to 90 percent of the cost of programs in economically depressed areas or areas with high rates of unemployment.
Sec. 102(d)	19,881	1. Funds must be used for preparing long-range and annual State Plans and Accountability Reports, conducting evaluations, collecting necessary data for planning, and administering programs at the State level.

Simulations in Building Construction

necessary administrative liaison between the policy body and the staff.

The implementation of the State plan programs and activities are carried out by the two operating agencies. In Hawaii, these agencies are the State Department of Education and the University of Hawaii Community Colleges. Vocational programs are offered in 37 of the 38 high schools and at all of the 7 community colleges.

What Is The Federal Role In Vocational Education?

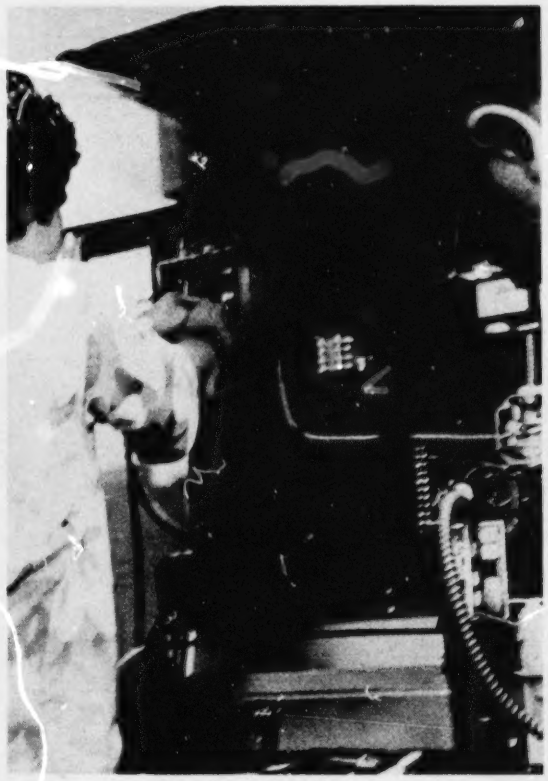
The State vocational education programs have been influenced by various federal laws since 1917. A cursory review of federal laws pertaining to vocational education shows that during the past twelve years, the states have been required to increasingly address more societal issues and problems.

Among the most prescriptive and complex statutes providing federal support to vocational education is the Education Amendment of 1976, Title II, P.L. 94-482. Through this Act, State vocational programs, priorities, and organizational structure are influenced. Federal funds are allotted to states and territories by categories and specific provisions require different percentages of categorical funds be set aside for national priorities.

The table on the facing page illustrates the amount of funds received under P.L. 94-482 and some of the specific requirements for the expenditure of the federal dollars.

Some of the other federal legislations affecting vocational education in the State are:

The Comprehensive Employment and Training Act of 1972, P.L. 93-203, provides for the development and creation of job opportunities and the training,



Electricity for Refrigeration

education, and other services needed to enable individuals to secure and retain employment at their maximum capacity. Some of the programs and services include outreach; assessment of the individual's needs, interests, and potential in the labor market and referral to appropriate office or agency; orientation, counseling, education, and institutional skill training; training on the job; payment of allowances to persons in training; support services; and development of information concerning the labor market. Non-financial agreements between the Prime Sponsors and the State Board for Vocational Education are developed to improve coordination and assure needed programs and services are being provided for in the areas served by the Prime Sponsors.

The Rehabilitation Act of 1973, P.L. 94-112, provides postsecondary vocational education services to the handicapped.

The Education of the Handicapped Amendments of 1974 include "mainstreaming" and "least restrictive alternative" requirements for public institutions.

The Education for All Handicapped Children Act of 1975, P.L. 94-142 requires individual education programs (i.e.p.) for the handicapped in both general and vocational programs.

Civil Rights Act of 1964, Title VI prohibits discrimination on the basis of race, color, and national origin.

Educational Amendments of 1972, Title IX, prohibit discrimination on the basis of sex.

The Rehabilitation Act of 1973, Section 504, prohibits discrimination on the basis of handicap.

The Office for Civil Rights Guidelines require the State Board for Vocational Education staff to review State policies and procedures, review programs and activities, administer the civil rights compliance program relative to recipients and subrecipients, provide technical assistance, and write the annual report.

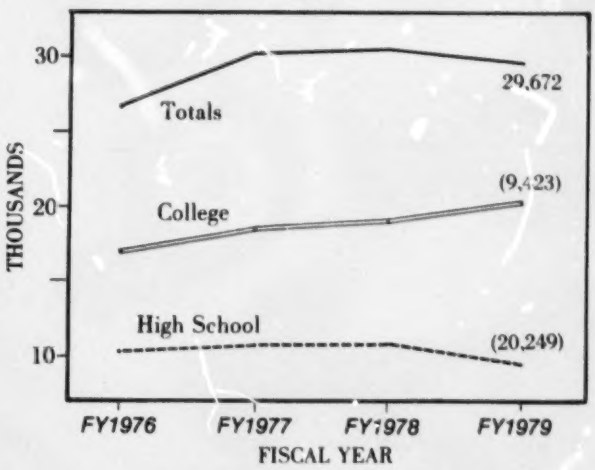
What Are Some of the Accomplishments in Vocational Education?

Steady Enrollments

While the enrollment at many high schools and colleges in Hawaii has recently declined, the proportion of students taking vocational education courses at the secondary level has actually increased. The actual enrollment data are depicted in Table III.

TABLE III

Actual Number Served



Program Completions

The most recently collected information on program completion is encouraging. This criterion is particularly important with regards to high school students. Many states have experienced considerable difficulty in holding young people in school,

particularly those from disadvantaged backgrounds. Failure to complete a systematic program of study and obtain a high school diploma usually makes it more difficult for a young person to find a job when she or he leaves school.

Only six of the sixty states and territories had greater success in inducing high school students to complete the vocational education program in which they enrolled in 1978. The program completion rate for Hawaii was 62.7% for that year's graduating class (refer to Table IV).

TABLE IV

Number of High School Voc-Ed Students Completing Prescribed Curriculum

Grade 12 Enrollment	*Program Completers*	
	N	*%*
11,792	7,391	62.7

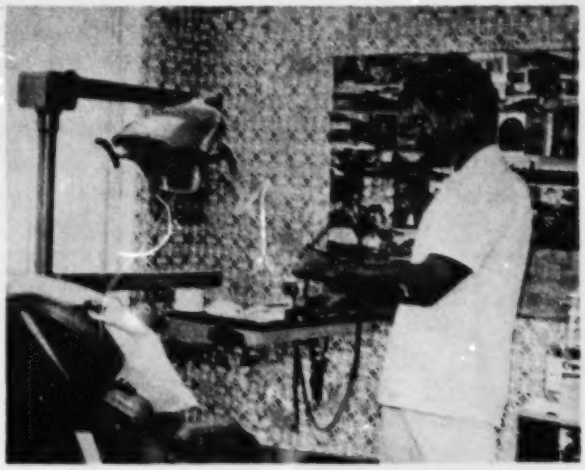
Placement

Placement is another relevant criterion for judging the effectiveness of a program. In 1978, the most recent year for which these data are available, 1,071 graduates of vocational programs found jobs (refer to Table V).

TABLE V

Number of Voc-Ed Students Placed Full-Time Immediately on Completion of Their Program of Study

Available	*Placed Full-Time*	
N	*N*	*% of Total*
2,059	1,071	52.0



Occupations in Health Sciences

Only 332 of the 9,255 completers were unemployed and looking for work.

Another desirable outcome of which is ultimately associated with placement is for the student to continue his or her education. For the year in question 4,799 program completers or 50.0% were continuing their education.

Employer Satisfaction

Perhaps the most important criterion for assessing the job that vocational educators are doing is employer satisfaction. The employer is one of the chief beneficiaries of vocational training programs. The employer also contributes to the process by paying taxes. In addition, many also work on advisory committees and/or provide job stations for cooperative education experiences.

In 1980, 41 large employers were surveyed in depth regarding their satisfaction with the job that the public schools and colleges are doing in vocational education. Their reactions were generally very positive. While many employers were somewhat

TABLE VI

Employers of High School Graduates Who Prefer Voc-Ed Background in Preparation

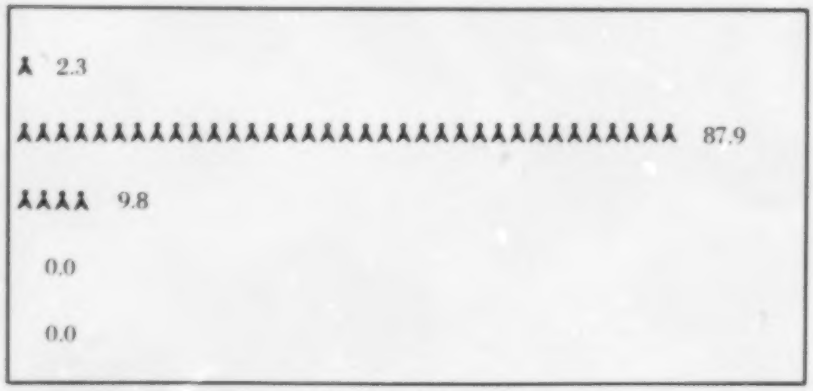


TABLE VII

Employers of Community College Graduates Who Prefer Voc-Ed Background in Preparation

critical of other aspects of the educational process, most of them gave high marks to the schools and colleges in the area of occupational training.

Employers were asked if former students who had enrolled in a vocational education program made better employees than those who had no such experience. For high school hires, 87.9% of the employers said "yes" (refer to Table VI). In the view of these employers, vocational education graduates were considered better employees than those without vocational training. For employees with a community college background, 83.1% of the firms felt that a vocational education background provided superior preparation (refer to Table VII).

TABLE VIII

Adequacy of Employment Preparation of Community College Products

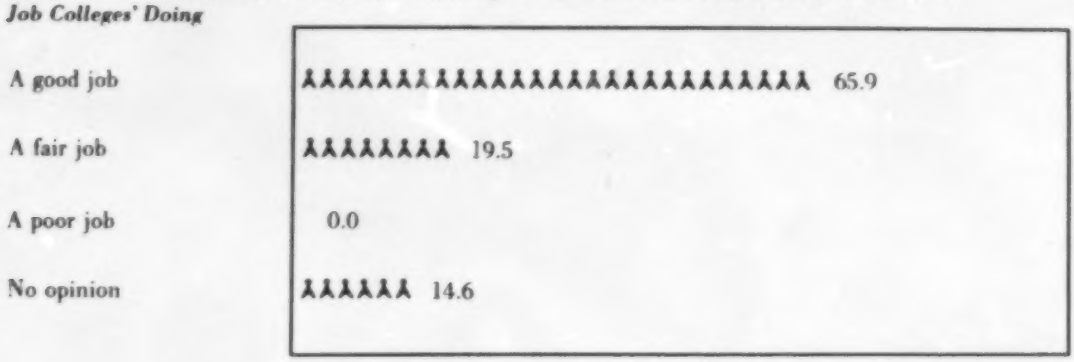
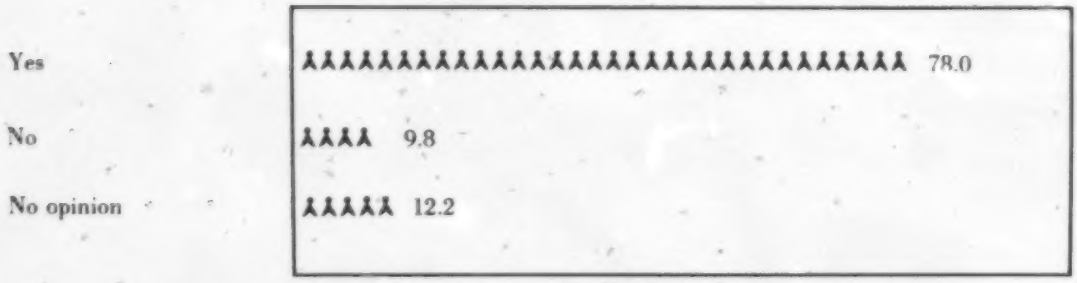


TABLE IX

Are Voc-Ed Trained Employees Better



Over two-thirds of the employers also expressed their view that community colleges were doing a *good* job in preparing people for employment (refer to Table VIII).

And finally, almost 4 out of 5 of the employers felt vocational education training makes for better employees (refer to Table IX). These findings largely replicate earlier positive results observed in surveys conducted during the previous two years.

Sex Equity

Although the impetus to provide equal vocational training opportunities to both females and males comes from a federal mandate, vocational educators were quick to acknowledge this challenge. In the last few years they have actively worked to overcome the influences of overt and covert sex bias, stereotyping, and discrimination.

A variety of projects to achieve sex equity have been implemented at both the secondary and post-

secondary levels. Objectives achieved through the projects include developing a profile of sex inequities in vocational programs; producing video-tapes of students, instructors, and employees describing their triumphs in overcoming sex stereotyping; compiling a directory of non-traditional workers who are willing to serve as resource persons and role models; developing and implementing a course in assertiveness training in career selection; initiating outreach workshops to provide hands-on experience to participants wishing to gain a better understanding of non-traditional training opportunities; printing brochures to encourage women and men to enroll in occupational training programs traditionally dominated by one sex; analyzing course descriptions and curriculum materials for sex bias; and providing in-service awareness training.

Learning to be a Chef

While the results of many of these efforts can be only subjectively evaluated and are therefore difficult to report, enrollment changes are objective in nature and significant. During the three-year period between the 1976-77 and 1978-79 school years, the number of females enrolled in traditionally male-dominated

Studying for Graphic Arts

vocational programs offered by the Hawaii Department of Education more than doubled. There were 501 females in male-dominated programs in 1976 and 1,100 females in the same programs by 1978. During the same time period, male enrollment in female-dominated programs of clothing management, food management, and home management increased by a total of 53 percent.

During the same three-year time span, the Hawaii Community College System has increased female enrollment in 20 of the 40 programs which have been traditionally male dominated. Male enrollment in ten of the female intensive vocational programs also increased.

A summary of enrollment changes in some of the secondary and post-secondary vocational offerings is found in Tables X and XI:

Professional Personnel Training

- Hawaii, through its five-year state plan and annual program plans, is committed to providing relevant and timely in-service training that the Department of Education and Community College administrators and teachers believe will improve the quality of

instruction, supervision, and/or administration of vocational education.

Vocational teacher educators from the University of Hawaii, College of Education, and consultants are used to provide in-service training activities for the Department of Education and Community College administrators, counselors, guidance teachers, shop instructors, and others. The use of visiting professors by the College of Education ensures that there will continue to be a good cross fertilization of ideas and that any tendency towards insularity will be minimized.

What Are The Challenges For Vocational Education In The Decade Of The Eighties?

It is true that much progress has been made in vocational education, and many inspiring success stories can be told. However, vocational educators must guard against complacency and look ahead to new challenges to conquer and find innovative approaches which are more efficient and effective to solving old or persistent problems.

TABLE X

Shifts in Program Enrollment by Sex: Hawaii Department of Education

	Female Enrollment					
	1976-77		*1978-79*		*change (+)*	
	N	*%*	*N*	*%*	*N*	*%*
Agriculture Production	80	6	205	17	125	11
Ornamental Horticulture	325	20	477	34	152	14
Auto Mechanics	22	2	54	3	32	1
Other Automotive	0	0	92	21	92	21
Construction/Maintenance	15	1	134	10	119	19
Drafting	9	6	27	10	18	4
Graphic Arts	51	15	92	18	41	3
Metalworking	0	0	6	2	6	2

	Male Enrollment					
	1976-77		*1978-79*		*change (+)*	
	N	*%*	*N*	*%*	*N*	*%*
Clothing Management	9	12	32	32	23	20
Food Management	361	40	753	49	392	9
Institute/Home Management	38	29	70	53	32	24

TABLE XI

Shifts in Program Enrollment by Sex: Hawaii Community College System

	Female Enrollment					
	1976-77		*1978-79*		*change (+)*	
	N	*%*	*N*	*%*	*N*	*%*
Management (2 year)	42	10	68	19	26	9
Mid-Management, Merch.	134	36	196	41	62	5
Aeronautics Technology	1	1	4	4	3	3
Agriculture	11	8	20	12	9	4
Graphic Art	7	22	18	29	11	7
Carpentry	4	2	8	4	4	2
Marine Technology	7	5	15	12	8	7

	Male Enrollment					
	1976-77		*1978-79*		*change (+)*	
	N	*%*	*N*	*%*	*N*	*%*
Associate Degree Nursing	5	4	14	11	9	1
Practical Nursing	16	7	40	16	24	9
Radiologic Tech.	23	46	34	67	11	21

Taxpayers seem to want both lower taxes and ample government services. The only way this can be reconciled is to operate government more efficiently. To vocational education, this implies better coordination of planning and implementation of programs to minimize duplication of efforts; maximum utilization of instructional personnel, equipment, and facilities; further development of flexible programs to meet the diverse needs of the clientele; and improved pupil-teacher ratio in certain programs and courses.

There is a tendency during periods of fiscal austerity to maintain current programs and services and to drop or curtail plans for expansion of programs, purchases of equipment, and construction or acquisition of facilities. Inevitably, support services such as career information system, counseling and guidance, support for student organizations, in-service education activities, and special services for handicapped and disadvantaged students may also be affected to some degree.

It is prudent and essential even in a period of austerity that a certain amount of funds should be set aside for research, experimental or innovative projects, and other developmental activities. These activities should be directed toward improving the

efficiency and effectiveness of the present on-going vocational education programs and services and finding new alternative delivery systems which are more cost-effective.

Careers in Aviation Technology

Vocational education is being expected to play a broader role in helping the nation with such problems as unemployment, economic renewal of older industries, revitalization of urban and rural communities, and achievement of energy self-sufficiency. To meet this challenge, vocational educators must conduct the necessary research, develop curricula, and initiate programs for emerging occupations. They must continue their efforts to refine the techniques used to assess occupational and technological changes to ensure that vocational curricula are up-to-date and relevant to the needs of the labor market. Moreover, solutions must be found for the nagging problem of expanding opportunities for diversified program offerings in small rural schools in a cost-effective manner.

Occupational programs, services, and activities cannot help solve all problems of poverty and social dislocation, though more can be done than is now attempted. The programs must be accessible to all who can profit from them, and vocational educators need to examine their programs to see how they can effectively reach and serve those persons whose needs are not being met. In addition to serving disadvantaged and handicapped persons, the needs of displaced homemakers and persons with limited English-proficiency must be addressed and appropriate programs or services provided. However, in their endeavor to serve persons with special needs, quality should not be sacrificed, and vocational educators should not neglect to offer programs and services to those who may be categorized as gifted and talented. Vocational education should be planned and implemented to serve the individual needs of the student, the needs of the employers, and meet societal demands.

A related issue is the requirement to eliminate discrimination on the basis of race, color, national origin, sex, and handicap, and to reduce sex bias and sex stereotyping. Educational agencies have been urged to review policies and procedures to assure equal access to programs, review and revise occupational curricula to ensure that such materials do

Instruction in Automotive Repair

not reflect stereotypes based on sex, and provide in-service activities for the purpose of developing awareness in the faculty and staff, identifying solutions to problems, and implementing a plan of action.

Professional development type activities must also be provided to achieve the goals and objectives of the State Master Plan for Vocational Education. The professional development activities should include but not be limited to:

1. Courses and seminars on pedagogy.
2. Seminars and workshops on updating the skills, knowledge, and occupational competencies of vocational instructors.
3. Courses or seminars on improving the competencies of teachers and counselors serving students with special needs.
4. Seminars or workshops on improving the competencies of administrators.

To the extent that vocational educators are successful in fulfilling the needs and concerns expressed in this section, more people will have equal opportunity to receive quality occupational training or retraining, displaced homemakers and individuals who are gifted and talented will be offered programs and services to meet their needs, interests, and abilities; persons with limited English-proficiency and handicapped and disadvantaged students will overcome their deficiencies and succeed in their vocational pursuits; students enrolled in occupational programs will develop to their maximum potential; and work-study programs will be available for youths who need earnings from part-time employment to continue their education. Occupational instructors will be kept up-to-date with technological and pedagogical skills and knowledge, counselors will be better prepared to help students cope with their school and personal problems, and administrators will be able to refine their planning and evaluation methods and procedures. As a result, it is hoped that these developments would serve as building blocks for improving the economic development of the State and for overcoming some of the causes for unemployment.

Learning Library Science

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